

X-File 3-35.11

# Humanitarian Assistance and Disaster Relief



## Assessments

Marine Corps Warfighting Laboratory (MCWL)  
U.S. Marine Corps

# Humanitarian Assistance

This handbook is a summary based on work done in III MEF in the area of humanitarian and disaster relief assessment.

Throughout this X-File, we use masculine nouns and pronouns for the sake of simplicity. Except where otherwise noted, these nouns and pronouns apply to either gender.

U.S. Marine Corps

29 January 1999

**1. PURPOSE:** This draft X-File is one in a series that integrates our experiments with TTPs. Our goal is to provide a reference that can be quickly read and easily transported—in the cargo pocket of the utility uniform—so Marines are better prepared to fight and win.

2. **SCOPE.** The intention of MCWL is to train the SPMAGTF on the techniques herein and test their capabilities during the Urban Warrior AWE. If the handbook appears valid, it will be handed over to the CDS for consideration as Marine Corps Doctrine.

3. SUPERSESSION. None.

4. **CHANGES.** Recommendations for improvements to this handbook are encouraged from commands and from individuals. You can reproduce and forward the attached User Suggestion Form to the above address.

You may also submit recommendations electronically to:  
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5. CERTIFICATION. Reviewed and approved this date.

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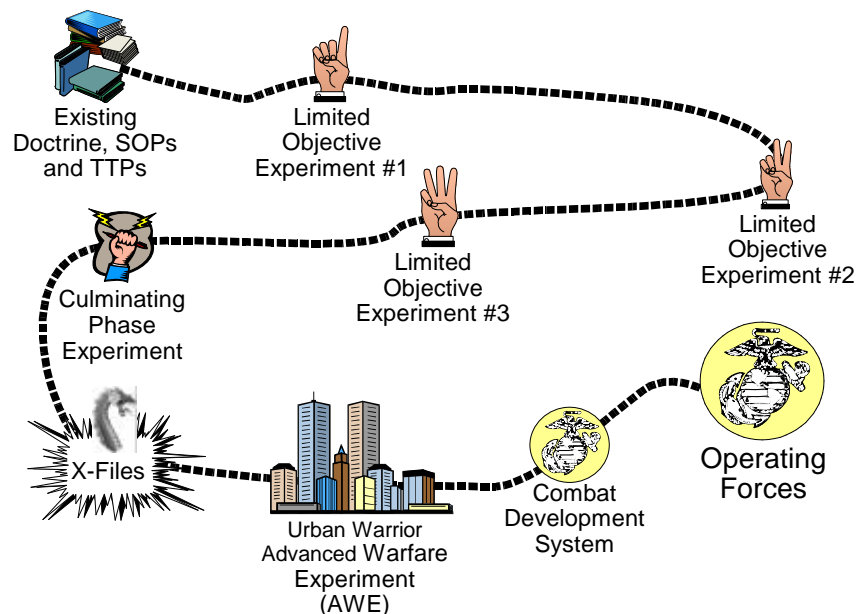
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## X-Files

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**Urban Warrior (UW)** is a series of experiments designed to test, validate and refine TTPs—and some enabling technologies—that can help us fight and win battles on urbanized terrain. What you read here is a compilation of operational experience and what we have learned during the build up to the Urban Warrior Advanced Warfare Experiment in March of 1999.

**X-Files.** The information in this booklet is part of the experiment files (X-Files) created by MCWL using post training analysis and feedback from Marines. It is not doctrine, nor is it a standing operating procedure (SOP). X-Files are evolving. They will be refined during further experiments, and, when we have the necessary information and knowledge on these TTPs, we will insert them into the Marine Corps Combat Development System for further scrutiny and possible incorporation into formal doctrine. Figure 1 summarizes where the X-Files fit on the pathway between MCWL and the Operating Forces.



**Figure 1** Where the X-Files Fit

**Tips on this X-File.** This X-File integrates some of the lessons learned from Marine Corps Operating Forces—primarily III MEF—with observations made during *Urban Warrior* experiments. The resulting information gives you the word on what we found works and does not work. This may be completely new information or it may recommend ways to more effectively apply current doctrine, SOPs or TTPs.

**MOUT Doctrine.** *Marine Corps Warfighting Publication (MCWP) 3-35.3 Military Operations on Urbanized Terrain* provides doctrinal guidance and detailed information on TTPs. We assume that users of this X-File are familiar with this doctrine.

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## Introduction

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This X-File combines work done in III MEF in the area of humanitarian and disaster relief assessment. It includes contributions by the III MEF CNA analysts, notably Jonathan Dworken and drawn from III MEF experience in operations such as SEA ANGEL and PACIFIC HAVEN.

**Background.** Since the end of the Cold War, the Marine Corps and the military in general has made great strides in better understanding its role in humanitarian assistance (HA) and disaster relief. In such situations, Marine Corps forces are generally operating in support of some other agency. In domestic disasters, the lead is usually taken by a state or local government with the Federal Emergency Management Agency (FEMA) as the lead federal agency assisting the local authorities. In overseas disasters, the US embassy generally leads the US government response with assistance from the Office of Foreign Disaster Assistance (OFDA) as the federal disaster response coordinator. Only in situations where governance and security have broken down in a particular country, as it did in Somalia, do we generally see the military assume the primary lead.

Although not listed in official definitions, the acronym HADR, for Humanitarian Assistance and Disaster Relief, is found in general use among Marines.

**Definitions.** Joint Pub 1-02 Department of Defense Dictionary of Military and Associated Terms provides the following definitions:

- **Humanitarian Assistance (HA),**
  - S *(DOD) Programs conducted to relieve or reduce the results of natural or manmade disasters or other endemic conditions such as human pain, disease, hunger, or privation that might present a serious threat to life or that can result in great damage to or loss of property.*
  - S *Humanitarian assistance provided by US forces is limited in scope and duration.*

- S *The assistance provided is designed to supplement or complement the efforts of the host nation civil authorities or agencies that may have the primary responsibility for providing humanitarian assistance.*
- **Foreign Disaster Relief,**
  - S *(DOD) Prompt aid which can be used to alleviate the suffering of foreign disaster victims.*
  - S *Normally it includes humanitarian services and transportation; the provision of food, clothing, medicine, beds and bedding; temporary shelter and housing;*
  - S *the furnishing of medical materiel, medical and technical personnel; and*
  - S *making repairs to essential services.*

**Overall Concept of Operations.** The military is not designed specifically for disaster relief. In some disaster relief situations it is not particularly efficient or cost-effective. However, there are some situations in which *only* the military has the assets to quickly respond. The two prime guidelines for military support of disaster relief are:

- Only do those things that other agencies cannot and will not do.
- Determine early;
  - S how long tasks must be done,
  - S who will replace you,
  - S what your political and military objectives are,
  - S whether adequate resources will be available, and
  - S what your endstate will be.

**The Foreign Operating Environment.** It is important to remember that, in situations where we are supporting a friendly foreign government, we do not want to be seen as pushing that governmental entity aside. The lawful government must be viewed as the responsible authority—and our military forces are *always* in a support role.

**Assessment Philosophy.** Assessments in humanitarian emergencies are an important way to improve relief efforts. The purpose of an assessment should be to:

- review the disaster's effects,
- identify the victims' needs, and
- recommend appropriate actions to meet these needs.

**Putting Assistance in the Right Place.** Assessments help ensure relief aid is useful. However, all relief aid is not useful. Unneeded aid (such as blankets in warm weather), unusable aid (such as medication past its expiration date or with labels in another language) and less important items (such as clothing) that are shipped to a disaster area can have negative consequences. This increases the complexity of a disaster relief operation by diverting attention and effort from the most urgent needs. For example, it can misuse scarce transportation assets, disrupting the disaster area's local economy further, and causing congestion at ports, airfields, roads and disaster sites. Furthermore, relief aid that is not delivered in a timely manner or which is halted prematurely, can have a devastating effect on the morale of the very people which it is intended to support. Such a lowering of morale can greatly complicate the mission, turn the local populace against the military, and/or threaten the ultimate success of the mission.

**Responsibility for Providing Aid.** Although nonmilitary agencies have primary responsibility for providing aid in humanitarian emergencies, the military must be viewed within its proper context. Military support can provide a number of unique capabilities during humanitarian emergencies.

- If it is a foreign disaster, responsibility will fall to the host nation government or a United Nations agency, often augmented by:
  - S nongovernmental organizations (NGOs) and
  - S private voluntary organizations (PVOs).
- In the U.S., the responsibility belongs to state governments and the Federal Emergency Management Agency (FEMA).

Joint Pub 1-02 provides these definitions:

- **Nongovernmental Organizations (NGO),**
  - S *(DOD) Transnational organizations of private citizens that maintain a consultative status with the Economic and Social Council of the United Nations. Nongovernmental organizations may be professional associations, foundations, multinational businesses, or simply groups with a common interest in humanitarian assistance activities (development and relief). "Nongovernmental organizations" is a term normally used by non-United States organizations.*
- **Private Voluntary Organizations (PVO),**

- S *(DOD) Private, nonprofit humanitarian assistance organizations involved in development and relief activities. Private voluntary organizations are normally United States-based. "Private voluntary organization" is often used synonymously with the term "nongovernmental organizations."*

In a humanitarian emergency, therefore, other agencies should be conducting assessments of the complete effects of the situation and the spectrum of relief needs. Though not against participating in HADR missions, the military's primary function is to fight and win wars. As such, it must be used as a last resort, only providing assistance that others cannot.

**Mission Creep.** Although not easily done when in the midst of suffering and destruction, you should guard against the unintentional expansion of your activities—mission creep. It is vitally important to keep the parameters of the mission confined to *only* those things that are absolutely required to reduce mortality and alleviate suffering.

Because the military only fills gaps in the relief effort, the military assessment should be primarily focused on identifying those relief needs not being met by other agencies.



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## Approach to Military Assessments

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**Objectives of Military Assessments.** These focus on identifying potential roles for the military in relief operations (options). They also include collecting sufficient information for military commanders (often at higher headquarters) and civilian leaders to make informed decisions on which roles to undertake. We think military assessments should answer these five key questions.

1. What are the relief needs of the population that other agencies do not have the capability to meet?
  - a. This is important within the framework of the military's role as providing *only* that support that other agencies cannot.
  - b. In some instances, other agencies may not be responding to needs, but are in the process of setting up assistance programs, in which case military assistance of the same kind might be unnecessary (or only required for a very short period).
2. Are potential roles for meeting the needs within the capabilities of the military?
  - a. The US military is able to deploy and support large numbers of forces because it has many resources and capabilities.
  - b. To determine whether or not the right capabilities exist, the information in assessments on potential roles must be specific (e.g., types of medical aid required).
3. What will be the effect of not providing such assistance?
  - a. Will the complete relief effort fail, resulting in widespread suffering?
  - b. This is important for considering the costs of not responding.
4. What are the options for the military to meet the needs or facilitate others to do so?
  - a. For example, when faced with a shortage of food in an area, a military unit could provide MREs, transport relief agency provisions, or repair roads to the area.

5. How long will military assistance be required?
  - a. To help a commander decide on options, an assessment should include an estimate of how long the military roles will be required and what the desired endstate will be.
  - b. In most cases, either the roles will diminish (e.g., search and rescue becomes less important 72 hours after an earthquake), tasks are completed (e.g., a bridge is built), or someone else takes over responsibility (e.g., transporting supplies).

**Getting the Big Picture: General Situation.** The first step in an assessment is understanding the scale and nature of the humanitarian emergency. While compiling this information is usually the responsibility of those leading the wider relief effort, you may have a more focused way of using their information or you may have a need for different information. An understanding of all of the information is important so you can put specific unmet needs in their context. This information is usually available from two agencies that will probably have already done assessments before you arrived.

- For foreign emergencies, the *U.S. Agency for International Development's Office of Foreign Disaster Assistance (OFDA)* sends out *Disaster Assistance Response Teams (DARTs)* to coordinate the U.S. government's response.
  - S** If a disaster is of sufficient magnitude to require military support, OFDA will usually be present.
  - S** In some cases, it may also be useful to talk to officials from the American Embassy, host nation ministries, disaster coordination centers, United Nations agencies, and NGOs.
- For domestic emergencies, *FEMA*, has the lead role. It establishes a *Federal Coordinating Officer (FCO)* to help coordinate relief efforts for disasters.
  - S** When there is military involvement, the FCO coordinates with military units through a *Defense Coordinating Officer (DCO)*.

If officials from those agencies cannot provide the information, they will usually be able to provide points of contact of those who will.

**Identifying Potential Military Roles.** After understanding the general situation, these agencies will also probably be able to provide you with

information on potential military roles in the relief effort. There are two complementary ways to approach this issue.

Approach One:

- You must first identify unmet relief needs (e.g., food or water). Ask those knowledgeable about the situation (e.g., OFDA, FEMA) to identify unmet needs. In many cases, they may have participated in coordination meetings in which relief needs were identified and no one was able to meet them. Examine needs in each major category (e.g., food, water) to determine whether international acceptable standards of aid are being met.
- After identifying unmet needs, determine *why* those needs are not being met. If, for example, a distant town was struck by a typhoon, an initial assessment may indicate that the residents lack food. Assessing why may show that the villagers cannot buy food because a bridge on the only road leading to the area has been destroyed. The government can neither move heavy equipment into the area to repair the bridge, nor transport food from government stocks or other markets because they lack helicopters capable of doing so. The why information helps identify options for potential roles—transport food with helicopters, make temporary bridge repairs, and/or transport contractors to the area to rebuild the bridge.

Approach two:

- This approach involves determining potential problems in the relief efforts most familiar to the U.S. military. In many cases, the most important, military-unique contribution may be in the area of infrastructure—ports, airfields, roads, and bridges—that comprise and support the relief distribution system.
- Natural disasters and conflicts can affect all parts of the system. The military can sometimes help by making vital, minor, temporary repairs that allow others to provide relief, or provide temporary air transport (especially heavy rotary wing lift).

**Collecting Information.** The quicker the assessment identifies gaps in the relief effort, the quicker the military can provide relief. Therefore, those conducting assessments should rapidly identify the most urgent military tasks first. This requires prioritizing assessment efforts.

The best way to prioritize an assessment effort is first to interview personnel with the best overall view of: 1) the effects of the disaster; and, 2) problems with the ongoing relief effort. Either OFDA or FEMA should be able to give a preliminary idea of potential military roles.

Next, these complementary sources of information can be pursued:

- Interviews with other government officials or relief agencies.
- Aerial reconnaissance of roads, facilities, and distant areas.
- Site visits to confirm that certain military tasks will be required.

**Analyzing Information.** After collecting information, it is important to analyze it. *The most important aspect of analyzing assessment information is to carefully distinguish between chronic and disaster-related needs.* In most instances, military support is focused on providing aid in response to the latter.

Making this distinction requires the assistance of people familiar with the region. Those familiar with the region can provide information that will allow those conducting an assessment to compare information collected after a disaster to the following:

- Baseline data,
  - e.g., current verses the pre-disaster level of malnutrition.
- Standards,
  - e.g., potable water available per person verses what is considered the minimum acceptable. (See *Understanding Humanitarian Emergencies* later in this X-File for standards in relief aid provision.)

Comparing the situation to baselines or standards provides a sense of the extent of the needs.

**On Scene Information Resources.** The vast majority of useful information in humanitarian assessment comes from listening to those who have been closest to the situation. We want to understand what conditions were normal *before* the disaster. Some of our best resources for information are:

- Local, state or US embassy officials
  - in foreign disaster relief situations.
- FEMA or OFDA officials.
- Non Government Organizations (NGOs).

- Private Volunteer Organizations (PVOs)
    - or other volunteer disaster relief officials.
  - Reporters.
  - Police.
  - Local military, Reserves and National Guard
    - in domestic situations.
  - Local medical officials.
  - Victims themselves.
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## Key Assessment Questions

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### General Situation.

- What is the type of disaster (or conflict) and what are its causes  
**S** both short term and from an historical perspective?
- When did it occur and is it still occurring;  
**S** e.g., are refugees still arriving, are flood waters still rising?
- What area has been affected?
- Within that area, how extensive was the damage to the infrastructure;  
**S** e.g., buildings, homes?
- How many people have died and how many have been injured?
- How many people are in need of assistance from the government and or other agencies?

### Water

- What are the water needs of the population that only the military has the capability to meet?
- How many people lack a sufficient quantity of appropriately potable water?
- What is preventing people from obtaining water from traditional sources?
- Do people have sufficient water collection equipment?
- Why is water contaminated?
- Why are traditional means of making water potable not sufficient?

### Sanitation

- What are the sanitation needs of the population that can only be met by the military?
- How many people are in need of improved assistance in the area of sanitation?
- What are people using for excreta disposal?
- Are excreta disposal and isolation methods sufficient to prevent contamination of water and food sources?
- Are sanitation facilities (toilets, defecation fields) adequate in size, location and cleanliness to convince people to use them?

### Food

- What are the nutrition needs of the population that can only be met by the military?
- How many people are in need of food?
- Are there signs of malnutrition among the population?
- Is the total amount of food being delivered equal to total needs in terms of calories per day?
- What is obstructing the delivery of food; is it
  - S** inadequate supplies, armed resistance, management, transportation resources (ground, air), roads and bridges, or port/airfield throughput?
- Are the most vulnerable people obtaining adequate food?
- Is the food culturally appropriate (i.e., so that it can be/will be eaten)?
- Do people have the appropriate utensils, cooking fuels, etc., to prepare foods?
- What actions are being taken to ensure that people have sufficient food and equipment?
  - S** How can the military assist the process?

### Shelter

- Are shelters sufficient in quantity and quality?
- Approximately how many people are without adequate shelter?
- Do people need supplies to rebuild their homes?
- How urgent is the need for shelter given the environment?
- What actions are being taken to ensure that people have sufficient shelter?

### Health

- What are the health needs of the population that can only be met by the military?
- Approximately how many people are in need of health care?
- What types of assistance do people need to be able to properly bury deceased relatives?
- What are the immediate health care risks?
- What type of health care system exists to meet those needs?
- What health care needs are not being met?
- What problems are preventing those health care needs from being met;
  - S** e.g., inadequate and insufficient facilities, equipment, drugs, electricity, personnel, management, or training?
- What actions are being taken to ensure that people have sufficient health care?
- What can the military do to assist in addressing unmet health care needs?

### Facilities and Infrastructure

- What problems with infrastructure and facilities are impeding relief efforts?
- What is causing insufficient throughput rates at ports and airfields—damage to facilities, lack of equipment, intermittent electricity, or problems in management?
- Where are the bottlenecks that prevent delivery of relief supplies?
- Are there sufficient transportation assets for delivery of relief aid?
- Where is additional aid needed most critically—and how much is needed?
- What actions are being taken to ensure that facilities and infrastructure are in sufficient working order to facilitate the relief effort?

### Coordination

- What are the key agencies with whom the military must coordinate?
- What are the key coordination issues that are not being addressed,
  - S** either due to lack of personnel or lack of subject matter expertise?
- What actions are being taken to improve coordination efforts?

**Begin Preparation for Exit.** Here are some specific questions —linked to essential tasks—that will help identify exit criteria:

- Who will take over the function;
    - S** how long will it take to do so?
  - How will the transfer of responsibility and authority occur between the outgoing and incoming parties?
  - Have efforts been coordinated in such a way as to ensure that *everyone* involved has a clear understanding of who is in charge at all times?
  - When will *temporary* functions no longer be necessary;
    - S** and how will we measure it?
  - What are the agreed upon MOE that indicate when the desired endstate is achieved?
  - What are the activities that should not be conducted by U.S. forces?
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## Assessment Reporting

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**Assessment Report.** Once critical factors have been assessed, a matrix of needs can be created that generates an assessment of the proposed military contribution in each area. This assessment can be expressed in the format shown below. This format is compatible with the *OFDA Disaster Assessment Handbook* in order to make it compatible with the interagency relief community.

### Reporting Format (Compatible with OFDA format)

From:  
To:  
Info:  
Subj:\_\_\_\_\_Unit Assessment Report#\_\_\_\_\_

References: If applicable

1. Summary: Summarize the findings of the initial disaster. Update with further reports.
2. Description of Disaster: What, when, where, and how? An estimate of the scope of the disaster in the area you are investigating.
3. General Situation:
  - a. Describe the Assessment Effort (military).
  - b. Identify any other agencies, private or governmental, involved in the assessment with you.
4. Health/Nutrition Situation:
  - a. How many were killed, where, how many human remains need to be disposed of?
  - b. What is being done in the health area, by what agencies, how many people are untreated?
  - c. What are the immediate health risks?

- d. If there is a food shortage, describe what it is and where and in what volume.
  - e. Is there any assistance only the U.S. military can provide? If so, for how long required?
5. Shelter:
  - a. Describe the damage to buildings.
  - b. Describe estimated number of people and estimated family units needing shelter.
  - c. What is being done to provide shelter?
  - d. Is there any assistance that only the military can provide?
  - e. If so, for how long required?
6. Water/Sanitation:
  - a. Describe water problems. Note the color and smell of the water.
  - b. What is being done and who is doing it?
  - c. Describe sanitation problems.
    - i. How is sanitation being handled?
    - ii. Who is doing it?
  - d. Is there anything that only the U.S. military can do? If so, for how long required?
7. Infrastructure/Logistics:
  - a. Are there things only the U.S. military can restore (especially transportation). If so, in what volume and for how long?
8. Coordination:
  - a. How is the relief effort being coordinated?
  - b. Is the host nation government (or local U.S. government in domestic disasters) in charge?
  - c. What private and/or non-governmental agencies are involved?
  - d. Is the assessment team attending meetings?
  - e. Do you need augmentation to get the assessment completed?
9. Capability:
  - a. Recap those things that only the U.S. military—noting those things that the Marine Corps can bring.

- b. Estimate how long it will be provided, and who will replace the military capability (if applicable).
- c. Use the table provided in Table 1 (below).

10. Recommendations: List the recommended priority of U.S. relief asset arrival in your area according to the immediacy of need.

Problem Area	Problem Description	Agency Providing Relief	Estimated Duration	Agency to Replace Military/ When
Food	Need 300 tons/day (4 lbs /person)	CARE	30 days	N/A
Food Transport.	Need distribution 60 miles from airport to disaster site	USMC Helo	30 days	* None identified until roads dry out: approx 30 days
Measles Vaccine	Need 10,000 doses	Doctors Without Borders	5 days	N/A
Vaccine Transport	Airport to disaster site	USMC helo	5 days	None identified/ 5 days
Medical	Need 2,000 bed hospital	US Air Force	60 days	Doctors w/o borders can have hospital in place in 20 days.
Water Production	Need 75 tube wells dug	USMC engineers	10 days	N/A, 10 duration
Human remains disposal	20,000 bodies need to be burned	CARE (local contractor)	10 days	N/A
Shelter	100,000 shelter kits required	OFDA	15 days	N/A

Problem Area	Problem Description	Agency Providing Relief	Estimated Duration	Agency to Replace Military/ When
Shelter transport	100,000 kits from airport to disaster site	USMC helo	15 days	None identified, 15 day duration

**Table 1** Sample Assessment Matrix

*\* Note: Shaded box identifies critical path estimate; last need for U.S. forces in 30 days*

A compilation of line dollars should allow an identification at the endstate and time line for completion of endstate. This can be compiled into a MARFOR or JTF commander's estimate. Again, the format used in table 1 can give an OFDA compatible report for interagency work, but the Joint Force commander may require a report in his own format.

**Endstate, Measures of Effectiveness and Exit Strategy.** Another important part of the assessment process is getting agreement on the endstate and the measures of effectiveness (MOE) that will be used as yardsticks to measure progress toward the endstate. Together, these are termed "exit strategy." It is not enough to get the military to agree on the endstate. There needs to be general agreement among all participants, or at a minimum, the key players. The ongoing assessment of the progress of the endstate will be critical and will be come a vital part of the ongoing HADR.

**Crafting MOE.** MOE are not about merely reducing the mortality rate and tonnage of relief supplies delivered. Although both of these factors can be MOE, they can also be potentially misleading. For example, an excessive tonnage of the wrong relief supplies delivered to a third world ramp space may actually prevent the delivery of the right kinds of supplies. As another example, in most disasters the death rate will actually decrease dramatically in the immediate aftermath. These trauma-related injuries and drownings will subside quickly, but they will likely be replaced by diseases related to polluted water supplies unless rapid action is taken to supply clean water.

Assessment should be based on task-related, measurable criteria. Although it is possible for some measurable criteria to be subjective—normally based on expert judgement of an assessor—most measures of effectiveness (MOE) should be objective.

While it must be recognized that the success of the mission cannot be measured by numbers and percentages alone, quantitative MOE are one of the indicators of an operation's progress. For example, the movement of battle lines and percentage of enemy artillery suppressed can be MOE for combat. MOE are one way of determining information requirements; that is, if it is part of a measure, then we should collect information about it. This will help us analyze data, synthesize information, and organize the results in an understandable and useful way. This helps the commander gain a “big picture” perspective of the overall HADR effort.

**MOE Criteria.** All MOE are situation dependent, but there are several types of things that can be measured for most operations. For example:

- Magnitude of military effort.
  - The number of convoys escorted, gallons of water pumped, numbers of tents erected, etc. are good indicators of the military's effort.
    - They can be useful to track the actions of units, impart a positive image to victims, and collect information for SITREPs.
- Sufficiency of military tasks.
  - The percentage of water supplied to a refugee camp (verses what is required) or number of tents erected (verses people without shelter) are good indicators of the sufficiency of military support toward the overall relief objectives (e.g., provision of water or tents), and is a more sophisticated approach to assessing whether the military is meeting the needs of the victims.
- Effectiveness toward humanitarian objectives.
  - Death and disease rates, if available, are the best indicators of progress because they give insight into progress toward the objective of the whole operation—improving the humanitarian situation.
  - Such indicators can help put the disaster in perspective by comparing pre-disaster and post-disaster rates
  - They can improve military effectiveness by alerting units to problems, and focus the operation on its humanitarian objectives.
- Status of the transition.

- Measuring the percentage of a relief task undertaken by the military (e.g., percentage of convoys or gallons of water provided) allows assessing progress toward transitioning the operation to another agency (host nation government, relief agencies, United Nations).

**Avoid Averaging MOE.** Progress toward meeting endstate may vary from region to region or locality to locality. If this is the case, the relief assessors should avoid the temptation to do averaging. We need to know how we are doing in every location—being careful that we do not overlook an area that is difficult to reach.

**Reporting is Vital.** After collecting and analyzing assessment information, you must report what you found. Clear, accurate assessment reports are a vital aspect of any operation. Ensuring that your unit and higher headquarters have a common picture is vital to the overall success of the mission.

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## Additional Issues

**Coordination Mechanisms.** Military experience in humanitarian and disaster relief operations has shown that coordination mechanisms must be created at each level of leadership from the national/state level to the local level. These mechanisms are vehicles for both coordination and the sharing of information.

In some operations, the military creates a Civil Military Coordination Center (CMOC). Be aware that the term CMOC may be offensive in some places where the civilian government is wary of suggesting that they have surrendered control to a foreign military. In order to be effective, this coordinating mechanism should:

- Include the key players who will require military help to accomplish their mission.
- Serve as a clearinghouse for information on the disaster.
- Ensure a shared view among governmental, non-governmental, and military agencies on the desired endstate for the operational area.
- Be able to resolve prioritization conflicts among agencies.

**Staff Augmentation.** Public Affairs personnel, operational lawyers, and contracting personnel are critical to the success of an HADR assessment effort and the ongoing relief operation. They should be present at the JTF and MARFOR or Marine Air Ground Task Force (/MAGTF) levels, but may need to be pushed if these organizations are operating remote from their higher headquarters.

### Some Do's and Don'ts of Assessment.

- Do be an effective listener
- Do not monopolize meetings with your views.
- Do attempt to deliver some relief, even during the early stages of assessment;
  - the perception that U.S. forces are "here to help" can be critical in the early stages of an operation.
- Do not sign up to any long term binding missions before your assessment has been approved by higher headquarters
- Do attempt to learn of pre-disaster norms in the area being assessed.

- Do try to quickly plug into existing host area disaster relief mechanisms.

**Need to Assess Progress of Relief Activities.** Assessing the effectiveness of an ongoing military humanitarian operation is critical because it gives the commander insight into whether he is achieving his goals. It can guide him to when and where assets may need to be shifted; whether more (or fewer) forces are required, and where efforts are in relation to the end of the operation (endstate). Simply stated, if it is important, it should be assessed and used to determine progress toward endstate.

**Integrated Assessment.** Once the commander(MARFOR or JTF) begins to collect data relative to MOE, he can begin the integrated assessment process by analyzing the results of each reporting unit's efforts. Table 2 provides a matrix for identifying the categories of the disaster impact and quantifying progress toward endstate and transitioning military assistance.

Status *	Category	Endstate Goal	Progress	Plan to replace US Military	Notes	Agency
Green	Food	300 tons/ day to airport	On track	N/A	N/A	CARE
Amber	Food delivery	300 tons/ day	Slightly behind (Wx)	No one, est .30 days	Fcst for good Wx tomorrow	USMC helo
Green	Measles vaccine	10,000 doses	On track	N/A	N/A	CARE
Amber	Vaccine transport	10,000 doses	Behind: bad Wx	No one, est 10 days	Fcst for good Wx tomorrow	USMC helo
Red	Medical	2,000 bed hospital	En route	Doctors without borders: 20 days	N/A	USAF
Green	USMC engineers	75 tube wells dug	Ahead of schedule: 75% complete	10 days	N/A	USMC



Status *	Category	Endstate Goal	Progress	Plan to replace US Military	Notes	Agency
Amber	Human remains disposal	20,000 bodies	5,000 thus far	N/A	On track	CARE
Amber	Shelter kits	100,000 kits	5,000 thus far	N/A	Problem at supply site	OFDA
Amber	Shelter transport.	100,000 kits	5,000 thus far	None, est 15 days	Wx, pack of supplies to deliver	USMC

**Table 2** MOE Toward Endstate/Transition of Effort

\* *Note:* Use actual color coding for best visibility

## Focused Questions

### Assessment Questions to Ask at Small Unit Level.

- What is the security situation;
  - is anyone threatening you?
- How many people died per day before the disaster;
  - how many per day are dying now?
- What is your source of water;
  - has it been polluted by the disaster?
- How many people are without food?
- How many families are without shelter?
- What relief agencies are in place,
  - who are they,
  - how can we contact them?
- Who is in charge of local relief efforts?
- Have any unusual diseases been noted;
  - particularly among children?
- How many health care professionals do you have?
  - Are they adequate?
- What is our normal source of power;
  - has it been disrupted?

### Assessment Questions for JTF, MARFOR or MAGTF Level.

- What was the crude mortality rate before the disaster;
  - what is it now?
- What is the situation in terms of:
  - Water,
  - Food,
  - Shelter,
  - Medical Support,
  - Power, and
  - Lines of communication?
- What are the conditions of various ports and airfields?
- What relief is being conducted; who is conducting it?
- What elements can only the U.S. military supply?
  - How long?

- Who will replace us and when?
  - What desired endstate will be used to define the success or failure of the mission?
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## Understanding Humanitarian Emergencies

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**Common Military Assistance Situations.** From the perspective of providing aid, it is important to understand how humanitarian needs (and therefore potential military roles) are likely to differ in three of the most common types of situations in which the military is asked to assist—migrant camp operations, emergencies resulting in displaced persons, and foreign natural disasters.

**Migrant Camp Operations.** Migrant camp operations occur when non-U.S. citizens arrive at (or are brought to) U.S. territories for processing as potential refugees. They usually remain in U.S. facilities until the U.S. Immigration and Naturalization Service (INS) decides their status—and admits them to the U.S. if they are classified as refugees. In both Guam and Guantanamo Bay, Cuba, the military provided aid for those arriving to the area.

From the perspective of deciding on potential military roles, these situations are often straight-forward. Migrants are to be given full support— food, water, housing, etc.—and the military is often responsible for all aspects of it. How to provide such support is outlined in the U.S. Atlantic Command publication, *Tactics, Techniques, and procedures for Migrant Camp Operations*.

**Displaced Persons.** In some situations—usually as a result of conflict, though sometimes because of a natural disaster—persons may leave their home, thus becoming “displaced.” There are commonly agreed-upon minimum standards for displaced persons in the areas of sanitation, water, etc. Below are key minimum standards for aid agreed upon as part of the most recent, authoritative multi-agency effort.

- Water
  - at least 15 liters of water per person per day; at least one water point per 250 people; a water point is located within 500 meters of shelters; no more than 10 fecal coliforms per 100 ml.
- Sanitation
  - 20 people per toilet; toilets arranged by household and/or segregated by sex; toilets are not located more than 50 meters from dwellings

- Food
  - levels of malnutrition are stable at, or declining to, acceptable levels; daily requirement of 2,100 Kcal per person per day.
- Shelter
  - minimum covered area of 3.5 to 4.5 m<sup>2</sup> per person;
  - minimum temperature is 15 degrees Celsius;
  - material is sufficiently strong to withstand wind and rain, and
  - discourage theft of household property.
- Health
  - all children are provided measles vaccinations;
  - diseases of epidemic potential (measles, acute respiratory infections, diarrheal diseases including dysentery and cholera, malaria, and others) are investigated and controlled.

When conducting assessments, if these standards are not being met, assessments should focus on why, and use that information to identify potential military roles. See Sphere Project, Humanitarian Charter and Minimum Standards for more information on the standards, their importance, other standards (e.g., clothing), key indicators of whether or not standards are being met, and an exhaustive checklist of assessment questions ([www.sphereproject.org](http://www.sphereproject.org)).

**Foreign Natural Disasters.** From the perspective of assessing potential military roles, foreign natural disasters that do not result in many displaced persons is one of the most difficult situations. The use of minimum standards in such situations may not be very helpful because the usual objective of disaster response operations is to help restore people to self-sufficiency and facilitate their moving back to their previous standard of living—which may in fact be below the minimum standards.

**Inaccurate Preconceived Notions.** Past experiences suggest that too often inaccurate preconceived notions about natural disasters abroad have led to inappropriate responses. Typically these include:

- *Victims are helpless.* This is simply not true.
  - Most respond very well, working with neighbors to rescue those trapped in earthquakes or marooned in floods and perform First Aid.
  - They then find food and repair their own homes. All usually with little assistance.

- If victims cannot help themselves, they turn to family, neighbors, and formal and informal community groups, such as schools and churches.
- They *rarely* turn to the government or outsiders.
- *International assistance plays a vital role in a relief effort.* The relief phase of a disaster response operation is usually quite short—often lasting only a few days.
  - Although there are sometimes unusual circumstances that prolong the phase, most international assistance will not arrive in time to have an impact on the most immediate needs; i.e., search and rescue, emergency medical care, and temporary shelter.
  - Most of those responding from abroad only arrive in time to help with rehabilitation and reconstruction—which may or may not be appropriate depending on guidance from higher headquarters.

**Recurring Patterns.** Although every disaster is different, there appear to be some recurring patterns that can be used as a starting point for assessments.

- *Evacuation, SAR, and Medical Care.*
  - The military usually arrives too late to assist with evacuation and search and rescue (SAR), the latter usually required only for 72 hours following a disaster.
  - The need for emergency medical care varies with the scale and type of disaster: Severe injuries may be overwhelming after an earthquake, more moderate after a hurricane, and few after a flood. But like SAR, the military usually arrives too late to provide life-saving care.
- *Water.*
  - In cities, natural disasters can badly damage all parts of the water system, including the water source, mains, pump stations, and distribution networks.
  - In the countryside, wells can be flooded and piping systems damaged. In either case, the water supply may be contaminated.
  - The military can play a vital role in assisting with both the rehabilitation effort (through making temporary repairs to wells and water systems) and the relief effort (by setting up water purification units, transporting water, and supplying water storage assets). It can also transport OFDA water storage containers to the area.
  - In most cases, water purification units and transporting water are both costly and cannot provide a significant amount of water, relative to traditional water sources.

- *Food.* Outside food aid is rarely required in natural disasters because the damaged area usually does not encompass all the food-producing and storage areas of the country.
  - Food can usually be brought in from surrounding areas and quickly becomes available in local markets.
  - Also, most people are not severely malnourished before a disaster, and a few days with less-than-normal quantities of food are not going to push them into a downward spiral of malnutrition and death.
  - The exception may be floods, which can cause wide areas of damage and are more likely to result in more food stocks being lost and a larger displaced persons population.
- *Shelter.* The need for mass shelter after natural disasters is usually exaggerated—especially in poorer countries—because few homeless seek government-supplied shelter and those who require shelter usually obtain it quickly.
  - Moving people away from homes into tent cities is usually inadvisable because setting up such areas also requires providing food, water, sanitation, and (if the occupants don't leave) social services, education, etc.
  - Such close living conditions increase the risk of spreading communicable diseases, as well as, social problems.
- *Facilities and Infrastructure.* The facilities and infrastructure that support and make up the relief distribution system are often damaged by many types of natural disasters.
  - Electrical and communications systems—both very vulnerable to natural disasters—support other facilities that save lives directly (hospitals) or indirectly (airfields).
  - The transportation system (ports, airfields, roads, bridges) that would be used to distribute relief is often affected by all types of natural disasters.
  - Although governments and relief organizations often have the capability to procure relief items, they sometimes lack the ability to distribute it.

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## Commonly Used Acronyms and Terminology

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**ADRA** (Adventist Development and Relief Agency International) — U.S. PVO. Responds to disasters throughout the world. Immediate aid is coupled with long-term rehabilitation projects that help victims get back on their feet.

**Affected Country** — Term used to define a country stricken by a disaster.

**Affected Population** — People requiring immediate emergency assistance from outside sources as a result of a disaster situation or event.

**AFRICARE** — U.S. PVO. Works to develop water resources, increase food production, encourage environmental management practices, deliver basic health services, and provide emergency assistance to refugees and displaced people in rural Africa.

**AICF** (Action Internationale Contre la Faim) — European NGO. Focuses on primary health care, potable water, environmental sanitation, and agro-based income generation.

**AID** (Agency for International Development (officially, USAID)) — The official U.S. Government agency responsible for international assistance and development.

**Air Serv International** — U.S. PVO. Provides air transportation and related aviation services to relief agencies in remote areas of the world.

**Americares** — U.S. PVO. Offers donated assistance to people in countries of turmoil. May also commit in these countries to assist with ongoing programs that will contribute help on a continual basis.

**ARC** (American Red Cross) — U.S. PVO. Channels financial aid, material, and technical personnel to victims of natural disasters worldwide. Acts multilaterally through the IFRC and directly through sister national societies. Assists ICRC in providing relief to victims of armed conflict. Contributes to disaster preparedness of other national societies.

**ARI** (Acute respiratory infections) — ARIs are serious, potentially fatal infections in a displaced and malnourished population.

#### Assessments:

- S Damage assessment** is the process of evaluating the damages and losses caused by a disaster.
- S Situation assessment** is the process of evaluating the situation caused by a disaster, such as the number killed, injured, and affected.
- S Needs assessment** is the process of evaluating the needs of the affected population as a result of the disaster.

**Assisting Country** — Term which more specifically defines a country providing aid to a disaster stricken country (affected country). Assisting countries may or may not be a donor country.

**ATA** — Actual time of arrival.

**ATD** — Actual time of departure.

**Bailey Bridge** — Transportable (in pieces) temporary bridge.

**Cable** — Secured (classified) and unsecured (unclassified) hard copy telecommunication system used by AID and State Department to pass information back and forth worldwide.

#### Cargo Abbreviations and Terms:

- S Air Waybill (AWB)** is a document serving as a guide to a carrier's staff in handling, dispatching, and delivering the consignment. It is a nonnegotiable document.
- S Bill of Lading** is a receipt for goods, contract for their carriage, and documentary evidence of title to goods. As such, it is a bill of exchange, a negotiable document of title. Usually issued in sets of three originals and several copies.
- S C and F Cost and Freight** The shipper pays for freight to the named port of destination.
- S CIF** Cost, insurance, and freight.
- S COD** Cash on delivery.
- S Dead Weight (DWT)** is a vessel's dead weight in the number of long tons (2240 pounds) required to sink the vessel in the water to its load line. DWT includes cargo, bunkers, and stores. DWT cargo capacity is the weight available for cargo after all other allowances have been made.
- S FOB Free on Board** The price of goods covers transportation to the port of shipment, loading, and stowage. It does not, however, cover transportation costs to final destination.
- S Long Ton** A measure of weight equivalent to 20 hundredweight (cwt) of 112 lbs each = 2,240 lbs = 1016 kilos.

**S MT Metric Ton.** MT = 1,000 kilos = 2,205 lbs.

**S Short Ton** 2,000 lbs. = 907.2 kilos

**CIDA** (Canadian International Development Agency) — Canadian government's foreign assistance and development agency.

**CRS** (Catholic Relief Services) — U.S. PVO. Operates relief, welfare and self-help programs to assist refugees, war victims, and other needy people. Emphasis on distribution of food, clothing, and medicine.

**CARE** (Cooperative for American Relief Everywhere) — U.S. PVO. Provides relief and developmental programs in the areas of health, nutrition, AIDS, population management, natural resources management, agriculture, small economics activities, and emergency assistance.

**CDC** (Centers for Disease Control) — A part of the U.S. Public Health Service, located in Atlanta, Georgia.

**CM** (Chief of Mission) — Refers to the highest-ranking official in a country's embassy.

**Cold Chain** — The refrigerated transportation system for vaccines from the manufacturer to the individual.

**Concern** (Irish Concern) — Irish NGO. Helps communities improve their health conditions and establish self-reliant systems for access to needed health care.

**CSB** (Corn-Soya-Blend) — A fortified cereal blend used for general food distribution.

**CSM** (Corn-Soya-Milk) — A protein fortified blended dry food used for supplementary feeding.

**CWS** (Church World Service) — U.S. PVO. Affiliated with the National Council of Churches of Christ in the U.S. The CWS sponsors programs to provide relief in disaster situations, to respond to refugees and displaced people, and to support self-reliant and participatory socioeconomic development.

**Cyclone** — Name given to severe tropical storms in the Indian Ocean and South Pacific Ocean.

**DALIS** (Disaster Assistance Logistics Information System) — A commodities tracking system developed by DOD and OFDA. It is a program that uses database software.

**DART** (Disaster Assistance Response Team) — Name for OFDA field operational response capability.

**DCM** (Deputy Chief of Mission) — The second ranking person in an embassy.

**Denton Amendment** — Law allowing the U.S. military to air/sea lift donated humanitarian relief commodities for NGOs, on a space-available basis to countries affected by disasters.

#### **Department of Defense Terms:**

##### **Aircraft types**

- S **C-5** (Galaxy). U.S. Air Force's largest cargo aircraft.
- S **C-12** U.S. military small passenger aircraft. Commercial version named King Air.
- S **C-130** (Hercules). U.S. military cargo aircraft.
- S **C-141** (Starlifter). U.S. Air Force cargo aircraft.
- S **CH-46** (Sea Knight) U.S. Marine Corps medium-lift helicopter.
- S **CH-47** (Chinook). U.S. Army heavy-lift helicopter.
- S **CH-53A** (Sea Stallion). U.S. Navy/Marine Corps heavy-lift helicopter.
- S **H-3** (Sea King). U.S. military medium-lift helicopter.

**AO** — Area of Operation

**AOR** — Areas of Responsibility. The U.S. military divides the world into five geographical areas of responsibility which are each supervised by area commanders-in-chief (area CINCs). There are other commands with worldwide responsibilities (see SOCOM and TRANSCOM).

The commands are:

**USSOUTHCOM** — Southern Command: Latin America land area. Headquarters in Miami.

**USPACOM** — Pacific Command: Pacific Ocean, part of Indian Ocean, and East and Southeast Asia. Headquartered in Honolulu, Hawaii.

**USCENTCOM** — Central Command: Countries bordering the Red Sea and the Persian Gulf. Headquartered in Tampa, Florida.

**USEUCOM** — European Command: Europe, Africa not in CENTCOM, the Mediterranean Sea, and bordering countries. Headquartered in Germany.

**USACOM** — The Atlantic and the Caribbean. Headquartered in Norfolk, Virginia.

**USSOCOM** — Special Operations Command: Worldwide. Headquartered in Tampa, Florida.

**USTRANSCOM** — Transportation Command: Unified command providing management of all surface/air/sea lift. Headquartered at Scott Air Force Base in Illinois.

**BDE** — Brigade

**BN** — Battalion

**CA** — Civil Affairs Units. Able to assist civil governments and their citizens in disasters. Part of SOF.

**CINC** — Commander in Chief of an AOR.

**CMO** — Civil Military Operations. U.S. military term.

**CMOC** — Civil Military Operations Center. U.S. military term.

**CMOT** — Civil Military Operations Team. U.S. military term.

**CP** — Command Post. Military term.

**CTF** — Combined Task Force. Military force made up of two or more allied nations.

**Command Staff Designations: S=Special, G=General, J=Joint**

S/G/J 1=Admin

S/G/J 2=Intelligence

S/G/J 3=Operations

S/G/J 4=Logistics

S/G 5=Civil Affairs

J 5= Plans and Policies

S/G/J 6= Communications

**JCS** — Joint Chiefs of Staff.

**JTF (Joint Task Force)** — DOD force made up of two or more military services and used in an operation.

**HAST (Humanitarian Assistance Survey Team)** — Deployed by CINC to assess existing conditions and need for follow-on forces.

**HMMWV (hum vee)** — **Highly Mobile Multipurpose Wheeled Vehicle**. U.S. military term for the successor to the Jeep.

**MRE (Meal, Ready-to-Eat)** — Complete individual combat meal in a pouch. Usually heated in boiling water.

**Operation** \_\_\_\_\_. Name designator for each military operation, e.g., Operation Provide Hope, Sea Angel, Provide Comfort, Restore Hope.

**PSYOP (Psychological Operations)** — Part of Special Operations Forces.

**ROE (Rules of Engagement)**

**SOF (Special Operations Forces)**

**Zulu** (see Zulu Time)

**DHA** (United Nations Department of Humanitarian Affairs) — Focal point in the U.N. system for disaster relief affairs.

**Displaced Person** — Usually refers to an individual who has been forced to move from his/her home to some other location within the same country. Within the U.S. Government, usually assisted by OFDA.

**DOD** — Department of Defense.

**Donor Country** — Country that provides aid to a developing country.

**DRD** (Disaster Response Division) — An OFDA division that is responsible for developing and implementing OFDA's disaster response strategy.

**DSM** — Dry Skim Milk.

**DTP** (diphtheria-tetanus-pertussis) — Immunization for small children.

**EC** (European Community) — Twelve European nations pledged to unite by 1999 into a federation with a single currency, central bank, and a common defense and foreign policy. Headquarters are in Brussels, Belgium.

**ECHO** — European Community Humanitarian Office.

**ETA** — Estimated time of arrival.

**ETD** — Estimated time of departure.

**Ex-pat** (Expatriate) — Individual residing in a country other than their own.

**FAA** — Foreign Assistance Act of 1961, as amended.

**Fairfax** — Fairfax County (Virginia) Fire and Rescue Department. Specially trained members of the department are deployable on OFDA DARTs in the SAR component.

**FAO** (Food and Agriculture Organization) — This U.N. agency serves as the organizing and coordination agency to plan and execute development programs within the whole range of food and agriculture, including forestry and fisheries. Headquartered in Rome.

**FAS** (U.S. Department of Agriculture, Foreign Agricultural Service) — Office within USDA responsible for procurement and shipping of P.L. 480 food commodities.

**Fast On-Set Disasters** — Also known as sudden or quick onset disasters. Disasters such as earthquakes, hurricanes, volcanic eruptions, floods, and tsunamis.

**FEMA** (Federal Emergency Management Agency) — U.S. agency responsible for coordinating federally declared disasters in the United States and its territories.

**FEWS** (Famine Early Warning System Project) — Information System designed and financed by AID. Mandate is to identify problems that could lead to famine conditions in 11 African countries so that such conditions can be preempted, thereby helping ensure food security in these countries.

**FFP** (Food for Peace) — Refers to the overseas food donation program authorized by Title II of Public Law 480, passed by the 83<sup>rd</sup> Congress, second session in 1954. Under this program, U.S. agricultural surpluses are donated to friendly governments through nonprofit relief organizations or PVOs such as CARE and Catholic Relief Services. The program is administered jointly by AID and the Department of Agriculture.

**FLY** — Term used to describe weather covers for a tent or shelter cover set up to keep individuals shelter from the elements.

**Food Basket** — The particular selection of food commodities that are handled by the assistance operation and included in the rations distributed to the target beneficiaries.

**Food for Work** — Disaster relief intervention designed to use capabilities of the affected population to improve infrastructure and support systems within the community by paying workers with food.

**Food Pipeline** — Term used to describe the various location points and the amount of food going to an affected population. Locations include the port of origin, the ship on the high seas, the port of entry, and the distribution system in the affected country.

**Food Categories or Types** — Food distributed in disaster relief usually falls into three categories or types:

**Cereals** — Corn, wheat, rice, sorghum.

**Pulses** — Beans, peas.

**Oils** — Vegetable oil, butter oil.

**FS** (Forest Service) — OFDA has an RSSA with the Forest Service to provide disaster management training and technical specialists for DARTs.

**GO\_** — Three letter abbreviation for Government of \_\_\_\_\_, such as GOK (Government of Kenya) or GOJ (Government of Japan).

**GOAL** — Irish humanitarian relief agency. Programs include food and health relief activities.

**Global Affairs** — (See humanitarian and refugee affairs).

**Grant** (as used in P.L. 480 Programs) — The transfer, by the United States to foreign governments, of foreign currencies acquired by the United States farm products. **GRANT** also is used in connection with the transfer, by the United States to foreign governments, of U.S. agricultural commodities by FAS and in connection with the transfer of money to various IOs and PVOs/NGOs to perform predefined relief activities.

**GTZ** (Government Technical Assistance Agency) — The German government's foreign assistance and development agency.

**Handbook 8** — U.S. AID Handbook covering the foreign disaster assistance activities.

**HDR** (Humanitarian Daily Ration) — DOD ration introduced in October 1993 for use by DOD in humanitarian relief efforts. Designed to be acceptable by all ethnic and religious groups. To be used as a stopgap feeding asset until other foods are chosen to meet specific or multiple nutritional deficiencies can arrive.

**HF Radios** (High Frequency Radios) — Radio communication system which does not rely on line of site.

**Host Country** — Country in which AID has a development or disaster assistance program.

**HQ** — Headquarters

**Humanitarian and Refugee Affairs Office (HRA)** — Deputy Assistant Secretary of Defense office within DOD which is the initial point of contact

for OFDA when OFDA desires to request the use of DOD assets. See DOD Directive 5100.46 or USAID Handbook 8 for details of relationship.

**Hurricane** — Name given to severe tropical storms in the eastern and Pacific and western Atlantic.

**IBRD** (International Committee of the Red Cross) — Private, international relief organization with headquarters in Geneva. It works principally in cases of civil conflict, ensuring legal protection for victims, and acting as a neutral, independent humanitarian organization in complex emergency situations. At times they may get involved in humanitarian operations. It is neutral as regards politics, religion, and ideology. Its international character derives from its mission, which is enshrined in the Geneva Conventions.

**IMC** (The International Medical Corps) — U.S. PVO. Provides health care and establishes health training programs in developing countries and distressed areas worldwide; often where few other relief organizations operate. Its goal is to promote self-sufficiency through health education and training.

**IFRC** (International Federation of Red Cross and Red Crescent Societies) — Formerly known as the League of Red Cross and Red Crescent Societies. Located in Geneva, Switzerland, this is the umbrella organization for all Red Cross and Red Crescent Societies.

**InterAction** (American Council for Voluntary International Action) — A membership association of U.S. PVOs engaged in international humanitarian efforts, including relief, development, refugee assistance, public policy, and global education.

**INTERTECT** — A consulting company specializing in services that deal with displaced persons and refugee issues.

**IO** (International Organization) — Acronym for organizations such as United Nations and IOM that are international in their scope.

**IOM** (International Office for Migration) — Geneva-based international organization that provides arrangements for the transport of refugees and migrants and provides other resettlement services worldwide to meet the specific needs of the receiving countries.

**IRC** (International Rescue Committee) — U.S. PVO. Assists refugees and internally displaced victims of war and civil strife. Activities include medical



support, self-help, and public health, including water and sanitation, education, maternal child care, and shelter projects.

**Irish Concern** — Irish PVO specializing in nutritional rehabilitation and health care.

**ITSH** (Internal Transport, Storage, and Handling) — Costs associated with the internal transport, storage, and handling of relief commodities from the seaport of entry to the distribution point.

**JICA** (Japan International Cooperation Agency) — Japanese government's foreign assistance and development agency.

**LWF** (Lutheran World Federation) — Umbrella organization for Lutheran relief and developing country organizations.

**LWR** (Lutheran World Relief) — U.S. PVO. Provides financial, material, and personal support, usually through counterpart church-related agencies, in the areas of disaster relief, refugee assistance, and social and economic development.

**Maize** — Another name for corn.

**MCH** (Mother-Child Health) — Refers to programs that are targeted at improving the health of mothers with children.

**MDRO** (Mission Disaster Relief Officer) — This is the individual in a USAID Mission who has the responsibility for developing and implementing a mission disaster relief plan. Normally the point of contact for OFDA Washington and a DART.

**Metro Dade** — Metro Dade County (Florida) Fire and Rescue Department. Specially trained members of the department are deployable on OFDA DARTs in the search and rescue component.

**Monetization** — Relief assistance programs where relief commodities (usually the most sought after types), are sold by local merchants to affected populations using local currencies. Merchants are able to purchase the commodities at subsidized rates from participation donor countries. Donor countries use profits from the sales to fund community improvement projects that are carried out by the local affected population. Monetization attempts to increase the purchasing power of the affected population which can then begin the process of reestablishing economic cycles within the community.

**Morbidity** — The incidence or prevalence of a disease or of all diseases in a population.

**Mortality Rate** — Also known as death rate. A ratio of deaths/ 10,000 persons/day, based on the number of deaths times 10,000 divided by the number of days times the population.

**MOU** (Memorandum of Understanding) — A common form of agreement, usually with USG agencies, that is less formal than a contract.

**MSF** (Medecins Sans Frontieres (Doctors Without Borders)) — Relief organization that specializes in medical assistance. MSF has core MSF organizations located in France, Holland, Belgium, Spain, and other national country offices including the United States.

**MUAC** (Mid-Upper-Arm Circumference) — Method of rapidly assessing the nutritional status of young children.

**NASAR** (National Association for Search and Rescue) — Through grant agreements with OFDA, coordinates preparation of search and rescue resources for deployment on OFDA DARTs.

**NDMS** (National Disaster Medical System) — Part of U.S. Public Health Service, responsible for developing and implementing a system to support medical needs during major disasters that have a large Federal medical response need.

**NFDM** (Non-Fat Dry Milk) — U.N. refers to it as dry skim milk (DSM).

**NGO** (Non-governmental Organization) — Refers to transnational organizations of private citizens that maintain a consultative status with the Economic and Social Council of the United Nations. NGOs may be professional associations, foundations, multinational businesses, or simply groups with a common interest in humanitarian assistance activities (development and relief). NGO is a term normally used by non-U.S. organizations as the equivalent of the term PVO (see PVO) used in the United States.

**OAS** (Organization of American States) — Intergovernmental organization of all North, Central, South American, and Caribbean countries except Cuba and Canada.

**OAU** — Organization of African Unity.

**ODA** (Overseas Development Administration) — British government's foreign assistance and development agency.

**OE** (Operation Expenses) — Money given to OFDA to fund travel, per diem, salary, and office expenses of AID direct hire employees.

**OFDA** (Office of U.S. Foreign Disaster Assistance) — Office responsible for the coordination of all U.S. Government assistance to foreign countries after a natural or manmade disaster.

**OS** (Operations Support) — OFDA division responsible for conducting the operational implementation of OFDA's disaster response strategy.

**OSOCC** (On-Site Operations Coordination Center) — Location of a coordinating group set up near an earthquake disaster and composed of staff from affected country local officials, assisting country SAR teams, and UN-DHA, which meets to coordinate the use of assisting country SAR teams. An OSOCC reports to and receives direction and priorities from local officials and is only set up at the request of the affected country.

**ORT** (Oral Rehydration Therapy) — Treatment used for dehydrated patients, usually children, to prevent death from dehydration which is often the result of diarrheal diseases.

**ORS** (Oral Rehydration Salts) — Electrolyte replenishing salts which often come in premixed packages. Used in ORT.

**PAHO** (Pan-American Health Organization) — U.N. agency responsible for monitoring health training, health systems, and disaster-related health issues in the Americas.

**Partners** (Partners of the Americas) — Pairs U.S. States with regions and countries of Latin America and the Caribbean to foster inter-American friendship and cooperation to carry out projects in areas such as natural resource management, environmental education, democratic initiatives, child health, and nutrition, emergency preparedness, and drug abuse prevention and education.

**PEM** (Protein-Energy Malnutrition) — Major cause of death among infants and young children, usually caused by low food intake and infection. There are three types of PEM: nutritional Marasmus, kwashiorkor, and marasmic kwashiorkor

**PIO/T** (Project Implementation Order/Technical) — A term used by AID for the documents authorizing a development/disaster response project or activity.  
**PIO/C** (Project Implementation Order/Commodity) — A term used by AID for the documents authorizing the purchase of commodities.

**P.L. 480** — Public Law 480. The Agricultural Trade Development and Assistance Act of 1954, Public Law 480 has been the principal legislative authority for channeling U.S. food to needy countries. There are parts of the law that OFDA is associated with:

*Title I:* Managed by USDA. Food aid is sold to countries able to pay for food but experiencing foreign exchange difficulties. Local currency generated by the sale of food on local markets is used by country governments for agriculture, trade promotion, and public infrastructure.

*Title II:* Managed by AID. Provides emergency and non-emergency food aid in support of development projects- in many cases the food is given directly to individuals- through programs such as supplementary feeding, Food for Work, and disaster assistance.

*Title III:* Managed by AID. Provides food in needy countries that are ranked by need based on the food security index. Eligibility for Title III can be based on:

1. Daily per capita consumption is less than 2300 calories.
2. Mortality rate of children less than 5 years of age in the country is in excess of 100 per 1000 births.
3. Country is unable to meet its food security requirements through domestic production or imports due to a shortage of foreign exchange earnings.

Section 416 of the Agricultural Act of 1949. Managed by USDA. Allows donation of surplus food to developing countries. Relieves temporary commodity shortfalls and generates local funds to assist needy people.

**Plastic Sheeting** — OFDA contracts for the manufacture of a special coated scrim net plastic sheeting that is both durable and long lasting. OFDA distributes the plastic sheeting in rolls (one roll/box) which are 24 feet wide and 102 feet long.

**PMP** (Prevention, Mitigation, and Preparedness) — An OFDA division that is responsible for developing OFDA's long-term strategies in disaster prevention, mitigation, and preparedness.

**Prevention** — Encompasses those activities taken to prevent a natural phenomenon or potential hazard from having harmful effects on either persons or economic assets. Includes channeling the direction of debris flow away from population centers, construction of dams or dikes to eliminate flooding, and safe destruction of outdated hazardous materials.

**Mitigation** — concentrates on reducing the harmful effects of a disaster. Accepts the occurrence of disasters, but attempts to limit their impact on human suffering and economic assets. Includes improving building standards, installing hurricane straps to reduce wind damage to roofs, and modifying crop patterns to reduce vulnerability.

**Preparedness** — Aims to limit the impact of a disaster by structuring the response and providing quick, effective actions after the disaster. Addresses actions in both the pre-disaster and post-disaster phases. Also includes early warning systems.

**Program Money** — Money given to OFDA to fund its program activities, such as RSSA, PSCs, and grants.

**PSC (Personal Services Contractor)** — Individuals contracted by OFDA to assist OFDA in Washington and the field.

**USPHS (Public Health Service)** — The lead USG agency for medical/health policy and operational activities. CDC is under PHS.

**Pulses** — Beans and peas.

**PVO (Private Voluntary Organization)** — Private nonprofit humanitarian assistance organizations involved in development and relief activities. PVO is the equivalent term of NGO, which is normally used by non-U.S. organizations.

**Rapid Onset Disaster.** See fast onset disaster.

**Ration** — The particular amount of food provided by an assistance program for beneficiaries in a specified target group to meet defined nutritional objectives. The daily rations is the amount provided per person per day. The distribution ration is the quantity provided to each individual or household at each distribution.

**Redd Barna** — Norwegian NGO associated with Saving the Children Federation.

**REDSO (Regional Economic Development Support Office)** — AID offices located in Abidjan, Cote d'Ivoire, and Nairobi, Kenya that assist USAID Missions in Africa with economic and development programs.

**Reftel (Reference Telegram)** — In cable traffic Reftel means to reference information in a previous telegram (cable).

**Refugee** — Individual who flees to a foreign country to escape danger or persecution. Within the U.S. Government, usually assisted by the State Department's Refugee Bureau Program.

**Resrep** — See UNDP

**RSSA (Resources Support Services Agreement)** — An agreement between AID and another U.S. agency or department that authorizes work.

**SAR (Search and Rescue)** — Component of the DART operations function, responsible for searching for and rescuing victims trapped in collapsed buildings, usually as a result of an earthquake. Also referred to as urban search and rescue.

**SAT (Southern Air Transport)** — A for-profit air transport company located in Miami, Florida which provides aircraft for movement of food and relief supplies to disaster areas. Aircraft most often contracted by OFDA is the Lockheed L-100-30 Hercules.

**SATCOM Systems (Satellite Communications System)** — Refers to International Maritime Satellite (INMARSAT) communications system which can provide almost worldwide communications for voice, data, and fax using a system of geostationary satellites.

**SCF (Save the Children Federation)** — U.S. PVO. Helps disadvantaged children through programs in primary health, environmentally sound sustainable agriculture, micro enterprise, and non formal education. SCF has affiliates in several countries including the U.K. and Spain and is associated with Redd Barna in Norway.

**Seeds and Tools** — Distribution of seeds and tools is a relief intervention designed to give affected populations an opportunity to become more self-sufficient in food production.

**Selective Feeding** — A collective term used for all feeding/food distribution programs in which food is provided to specifically selected beneficiaries. It typically includes both supplementary and therapeutic feeding.

**Septel (Separate Telegram)** — In cable traffic, reference to a septel means that information will be contained in a separate telegram (cable) to follow.

**SFP (Supplementary Feeding Program)** — Feeding program offering extra calories for vulnerable populations of displaced persons.

**Sitrep** — A situation report on the current disaster situation and on the current U.S. response activities. Completed as required.

**Slow Onset Disasters** — Disasters which develop over a period of time. Examples are famine, civil strife, and insect infestations.

**Sudden Onset Disaster** — See fast onset disasters.

**TA** (Travel authorization) — U.S. government form that authorizes someone to travel as stated on the TA.

**TDY** — Temporary Duty.

**TFP** (Therapeutic Feeding Program) — Intensive feeding program offering total calories for severely malnourished infants and small children in a health care setting (sometimes referred to as nutritional rehabilitation),

**Typhoon** — Name given to severe tropical storms in the western Pacific.

**UHF Radios** (Ultra High Frequency Radios) — Radio systems that are dependent on line of sight or repeaters.

**UN** — United Nations. International organization formed to promote international peace, security, and cooperation under the terms of the U.N. Charter.

**UNDP** (United Nations Development Program) — This is the central U.N. development agency in developing countries. In most of these countries, UNDP has a resident representative (resrep). During a disaster the resrep leads the U.N. in-country team in needs assessment and local relief coordination of aid from the U.N. system. Headquartered in New York.

**UNHCR** (The United Nations High Commissioner for Refugees) — This U.N. agency is responsible for protecting refugees, seeking permanent solutions to refugee problems by facilitating voluntary repatriation and resettlement, and by providing supplementary aid and emergency relief to refugees as may be necessary. Headquartered in Geneva.

**UNICEF** (United Nations Children's Emergency Fund) — This fund provides money for programs for health, education, and welfare for children and mothers in most developing countries. Headquartered in New York.

**UNIPAC** (UNICEF Packing and Assembly Center) — A U.N. facility in Copenhagen, sponsored by the Danish government, with a stockpile of prepackaged drugs and supplies identified on the WHO and UNHCR medical supply lists. These supplies must be ordered through OFDA Washington.

**USAID** (U.S. Agency for International Development) — See AID above.

**USAID/Embassy** — Refers to the AID and State Department presence in a country.

**USAID Mission** — Name used to describe the office of the U.S. Agency for International Development in a foreign country.

**USG** — United States Government.

**USGS** (United States Geological Survey) — Provides earthquake information and technical specialists to OFDA as required.

**USUN** — United States Mission to the United Nations.

**VHF Radios** (Very High Frequency Radios) — Radio system that is dependent on line of sight or repeaters.

**VITA** (Volunteers in Technical Assistance) — Provides OFDA with an information clearinghouse called the Disaster Information Center (DIC). Located in Rosslyn, Virginia, VITA is designed to track private sector donations and offers of volunteer technical assistance for use by OFDA and PVOs responding to foreign disasters. Also provides computer bulletin board system VITANet, which enables PVOs to easily access the offers of private sector disaster assistance that are collected by VITA.

**VOLAGS** (Voluntary agencies) — Term used at one time to describe NGOs/PVOs, such as CARE and Catholic Relief Services.

**WASH** (Water and Sanitation for Health Project) — Special project established by AID to provide comprehensive water and sanitation technical assistance to AID bureaus, missions, and OFDA and to other development organizations through the auspices of AID.

**Weight-for-Height** — Method of measurement to assess the nutritional status of young children by comparing the weight and height of random samples of the child population (less than 60 months) of an area at regular intervals (see also Z-score).

**WFP** (World Food Program) — U.N. organization responsible for procuring, accepting, and distributing food commodities to NGOs and needy countries. Headquartered in Rome.

**WHO** (World Health Organization) — U.N. organization responsible for coordinating international public health work. Headquartered in Geneva.

**WHO Emergency Kit** — Standard list of drugs and medical supplies WHO has identified and can make available as needed for and emergency. The kit is configured to be used by 10,000 people for 3 months.

**WVRD** (World Vision Relief and Development Inc) — U.S. PVO. Provides cash, in-kind gifts, in-kind services, and technical resources for large-scale relief/rehabilitation and development projects. Development projects include international health care, water development, food security, natural resource management, and micro enterprise development.

**WSB** (Wheat-Soya-Blend) — A fortified cereal blend used for general food distribution.

**WSM** (Wheat-Soya-Milk) — A protein fortified blended dry food used for supplementary feeding.

**XA** (Office of External Affairs) — Office within the AID that deals with the press.

**Zulu Time** — Also known as Greenwich Mean Time (GMT). Method of synchronizing time worldwide to the time at the 0 meridian.

**Z-Score** — New standard measurement used during nutritional surveillance. Z represents the median. A Z-Score represents the standard deviation above or below the median. Children with Z-Scores of less than two are considered malnourished. Z-Scores of less than three are considered severely malnourished.

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### Listing of X-Files

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X-Files		
Title	X-File #	Publication Status
Urban Attacks	3-35.1	Published
Combat Squad Leader	3-35.2	Published
Battle Watch Captain	3-35.3	May 1999
Urban Defense	3-35.5	Published
Urban Patrolling	3-35.6	Published
Security Operations	3-35.7	February 1999
Combined Arms in MOUT	3-35.8	February 1999
Battalion and Below Comm.	3-35-9	March 1999
Directed Energy Weapons	3-35.10	In staff review
Humanitarian/Disaster Relief	3-35.11	Published
Urban Sustainment	3-35.12	February 1999
Tactical Instrumentation	3-35.13	Published

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